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ABSTRACT

Contained in this document are federal regulatory statutes governing employment practices of those agencies contemplating or already receiving funds under the Emergency Employment Act of 1971. Set forth in the law are provisions for job analysis and the reevaluation of skill requirements at all levels of employment, as well as legislation intent on identifying and eliminating discriminatory practices in hiring and occupational advancement. Topics covered include: (1) Background of the Act, (2) Organization of the Guidelines, and (3) Areas for Analysis and Guiding Principles and Criteria. A checklist and bibliography supplement the text. (Author/SN)

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Guidelines for Reevaluation of Employment Requirements and Practices Pursuant to Emergency Employment Act

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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U.S. Civil Service Commission
Bureau of Intergovernmental Personnel Programs

JUNE 1972

GUIDELINES FOR REEVALUATION OF EMPLOYMENT REQUIREMENTS AND PRACTICES PURSUANT TO EMERGENCY EMPLOYMENT ACT

I. AUTHORITY

Public Law 92-54, the Emergency Employment Act of 1971, provides funds to finance jobs to fill unmet public service needs during times of high unemployment. The act says, in part:

"Sec. 7. * * * * * * *

(c) An application for financial assistance for a public service employment program under this Act shall include provisions setting forth --

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(15) assurances that agencies and institutions to whom financial assistance will be made available under this Act will undertake analysis of job descriptions and a reevaluation of skill requirements at all levels of employment, including civil service requirements and practices relating thereto, in accordance with regulations promulgated by the Secretary;

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(18) assurances that the program will, to the maximum extent feasible, contribute to the elimination of artificial barriers to employment and occupational advancement, including civil service requirements which restrict employment opportunities for the disadvantaged;"

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Implementing Labor Department regulations published in the Federal Register on August 14, 1971, provide that implementation of paragraphs (15) and (18) of section 7(c) will be in accordance with guidelines issued by the United States Civil Service Commission.

This document constitutes the Guidelines issued by the Commission pursuant to this authority. Its purpose is to provide applicants for, and recipients of, grants under the Emergency Employment Act of 1971 with practical guidance in the planning and conduct of the reviews of their job descriptions, skill requirements and related personnel system practices, including civil service requirements and practices, and in the identification and elimination of artificial barriers to employment and occupational advancement of disadvantaged, as required by that act.

II. BACKGROUND

The act reflects a growing concern with the need to insure that employment and advancement opportunities in the public service are open to all on the basis of true ability to do the job, without restriction by unnecessary or irrelevant factors or requirements. It is a call for reexamination of public employment practices, including those established under civil service systems, to reassess their validity and appropriateness, and a call to review systems to insure they do, in fact, provide for equal employment opportunity, including the affirmative action necessary to make it a reality, and that they maintain a genuine openness to internal upward mobility. It is not an effort to dilute quality in the public service, or an attack on the merit system concept. It is a mandate to make sure that merit systems are working with maximum efficiency and effectiveness.

The growing emphasis on the internal openness for advancement of merit systems is reflected in the President's August 8, 1969, Memorandum to Heads of Federal Departments and Agencies -- ". . . While we must continue to search out qualified personnel from all segments of our population, we must now assure the best possible utilization of the skills and potential of the present work force. Employees should have the opportunity to the fullest extent practicable to improve their skills so they may qualify for advancement."

III. ORGANIZATION OF THE GUIDELINE

This guideline contains, in part IV, a listing of major personnel areas that will require analysis, and a discussion of the issues to be looked at, with guiding principles and criteria to be applied.

This information is supplemented by two appendices. Appendix I is a checklist of problems and approaches to their solution. Appendix II is a bibliography of relevant guideline materials.

IV. AREAS FOR ANALYSIS, AND GUIDING PRINCIPLES AND CRITERIA

1. Continued Applicability of Merit Systems Standards. These guidelines provide for reevaluation of merit system requirements and practices and development of improved methods of employment and advancement, not only of the disadvantaged but also for persons who are only able to work part-time, such as women with families, in accordance with basic merit principles. The intergovernmental Standards for a Merit System of Personnel Administration, 45 CFR 70, have been established to provide a proper basis for personnel administration based on merit principles in a number of grant-in-aid programs administered by State and local governments in which Federal statutes and regulations provide for application of merit standards to help assure proper and efficient administration of the programs. Where these standards are applicable, public personnel laws, rules, regulations, policy statements, and

administration thereunder, must be found to be in substantial conformity with the Standards for a Merit System of Personnel Administration. These standards are administered by the U.S. Civil Service Commission under the provisions of section 208 of the Intergovernmental Personnel Act of 1970.

2. Job Descriptions and Job Structure. The job description is an explicit statement of work to be done which is the basis for determining the personal qualifications required to do it. It is the starting point for many personnel programs. It is essential in recruitment, selection, training, compensation and other programs essential to the effective placement, development, and utilization of human resources in working organizations. The work must be described in such terms that a judgment can be made concerning the significant knowledges, skills, and abilities and the amount of each that are needed for successful job performance.

a. Guide To Evaluating Job Descriptions. The following is a useful guide for assessing the quality of a work statement, adapted from U. S. Training and Employment Service materials:

(1) The answer must be "yes" to each of the following questions:

Does this statement tell what the worker does?

Does this statement tell how the worker does it?

Does this statement tell why the worker does it?

If the answer is "no" to any one of them, the statement must be revised to satisfy the requirements of a "yes" answer.

(2) Are your statements as useful as they ought to be?

Do they describe the "what," the "how," and the "why" of the work people really do?

No - then bring the description in line with these requirements.

(3) Do they reflect the total work which must be done to achieve organization's mission?

No - then define the work to be done in terms of purposes and goals of organization.

(4) Do they provide for a reasonable organizational mix of all levels of skills and backgrounds (professional, technician, etc.) in terms of the work to be done?

No - then reorganize the allotment of positions to achieve a reasonable mix of kinds and levels of jobs - restructure the organization.

(5) Do the hiring requirements provide opportunity for entry into the system for persons at all levels of skill and background?

No - then consider job restructuring as a means to open up the system at all levels.

(6) Do the "entry" positions provide work experiences to enable employees to progress (with training) from low to high skill positions?

No - then consider job restructuring as a means of establishing bridge occupational ladders which will span the existing gaps between low-skill and skilled occupations.

b. Considerations To Be Met by Job Structure

(1) Ladders and lattices. The classification structure should provide a career ladder with valid distinctions between job levels and opportunities for upward mobility, i.e., advancement through acquisition of new skills and knowledges, and assumption of increasingly responsible duties. Opportunities should also be provided for employee mobility across career lines.

(2) Entry level positions. Entry level positions should be established to provide training and work experience for persons who come without any significant prior education or experience. Entry levels should also be provided for higher level occupations to permit entry and training of persons with aptitude and appropriate basic education and experience who may not meet "journeyman" skill and experience requirements.

(3) Aid and technician occupations. Aid and technician occupations requiring demonstrated skill and experience but not requiring the full education and skills of professionals should be established wherever possible as counterparts to professional occupations. It is not uncommon (see Section IV-8, Job Restructuring) for professional employees to devote much of their time to tasks not requiring their full professional skills, which tasks could be delegated to aids and technicians to the advantage of everyone.

c. Review of Job Structure. The above considerations should be kept in mind on a continuing basis in all actions relating to the job structure. But there also needs to be a deliberate review of all elements of the organization at the outset. The review should be repeated on a periodic basis (a two-year cycle is suggested). Such review should involve the line managers as well as the personnel staff, because it is managers who have the authority to change the assignment of tasks, thereby determining job content, while the personnel specialists can advise on the consequences to the occupational and promotional structure of alternative courses of action.

3. Qualification Requirements. One of the most critical areas for analysis and reevaluation is that of qualification requirements. Related to job descriptions and structure as the opposite side of a coin, qualification requirements should accurately reflect the knowledge, skill, and other requirements to do the job. Knowledge and skill requirements are most commonly translated into education or experience requirements, with (or without) trade-offs of experience for education, and occasionally with limitations as to recency. Other areas in which requirements may exist relate to age, sex, conduct and reputation, or physical requirements for the job. (See e, below.)

All requirements need to be reexamined to see whether they are realistically related to the actual duties of the job, and the actual knowledges and skills required to perform those duties. Are minimums really the minimum? Are all acceptable substitutions provided? Are there better measures? More specifically:

a. General

(1) Qualification requirements should be the minimum needed to qualify for entrance to the class, rather than desired standards or levels of competence attainable only after some experience in the class.

(2) Qualification requirements should reflect the kinds of skills, knowledges, abilities, experience, and education or training necessary for job performance as determined by a systematic evaluation of the position.

(3) There should be a progression from levels with "no education or experience necessary" through responsible technical, administrative and, where feasible, professional levels, with connecting links that make it possible for persons in lower grades to climb to higher grades. (If the system does not provide such relationships, look to the possibility of job restructuring, described in section IV-8.)

(4) Jobs permitting direct entry from outside the service may be established at various appropriate levels, including jobs appropriate for entry of persons with professional training, jobs appropriate for entry of junior college and business school graduates, and jobs appropriate for entry of high school graduates and less than high school graduates. The critical concern is, to the maximum extent possible, to make such jobs also attainable by persons from within on the basis of experience.

(5) Consideration should also be given to potential for development -- that is, the capacity to absorb training for advancement to more responsible positions -- when the position is one primarily used for training purposes. This may be necessary to assure that individuals who may lack the ability to assume more responsible positions do not block opportunities for career advancement of others by continuing to

occupy entry-level trainee jobs. Such individuals should be placed in appropriate productive nontrainee jobs.

b. Education

(1) Required education. Formal education should never be required (i.e., no substitute accepted) unless education is demonstrably the only practicable way of obtaining the necessary knowledges and skills.

(a) There would seem to be no basis for requiring high school or general college graduation for any job, as neither credential guarantees special knowledge or skill not otherwise attainable.

(b) Where specialized education is necessary (e.g., accounting, statistics, economics) only the courses actually needed should be required. Substitution of suitable experience should be allowed for the general course work which typically comprises much of a college course. Consideration should also be given to the possibility of providing such education to otherwise qualified agency employees.

(c) Recency of education should not be required except in rare cases where there is a conclusive showing of need, and then only if recent experience is an acceptable alternative, and if a way is available for otherwise qualified persons without recent education or experience to enter at an appropriate lower level to attain qualifying "refresher" experience. (For example, if rapid and major changes in a field such as medicine make recent training and experience truly necessary for certain levels of responsibility, opportunities should be available for persons with appropriate, but "stale" training or experience to enter at a lower level in which they would receive adequate supervision and retraining.)

(2) Substitutions for education

(a) Where education is given credit in evaluating candidates, but experience is substitutable, see that experience substitutions are realistic, and that they admit all types of experience which will, in fact, have provided the needed knowledges and skills.

(b) If high school graduation is given credit in lieu of experience, high school equivalence certificates should be accorded equal value.

(3) More direct assessment of knowledges and skills. Wherever possible, efforts should be made to find a more direct and accurate way

of determining that candidates possess the needed knowledges and skills than by a general evaluation of their overall educational or experience backgrounds. Job elements, described below, or demonstrated job performance, are more direct.

c. Experience

(1) Length of required experience should not be excessive. It should be no more than enough to acquire and demonstrate possession of the needed knowledges and skills. Unnecessary length requirements rule out qualified candidates, and may even have a negative impact on merit considerations.

(2) The kinds of qualifying experience should be defined as broadly as possible. There are frequently a variety of kinds of experience which will provide and demonstrate needed skills; failure to define qualifying experience broadly enough may impose a particular hardship on members of minority groups, whose opportunities for gaining experience may have varied from the usual channels.

(3) Appropriate training substitutions should be accepted. There are many short-term, intensive training courses which provide knowledges substantially more rapidly than experience. Their value should be recognized.

(4) Recency of experience should not be required except in the rarest of cases (see Recency, under Education, above).

(5) If requirements for any given job cannot be met on the basis of experience in lower grade jobs in the organization, even after reevaluation of the requirements, attention should be given to Job Restructuring (see section IV-8, below).

d. Job Elements. An alternative to the education and experience approach is the "job element" approach to determining and evaluating qualifications for jobs. Job elements -- the actual knowledges, skills and abilities required for performance of the job -- are identified through job analysis. Qualification (or disqualification) is based on whether or not the candidate possesses the required knowledges, skills and abilities, however he may have attained them. Education, and length of experience, per se, become irrelevant. This approach is described in greater detail in the Commission's Handbook X-118C, "Job Qualification System for Trades and Labor Occupations" (see Bibliography). Further information concerning its use may be obtained from the U.S. Civil Service Commission.

e. Other Requirements. These requirements which call for detailed reexamination to see if they are really valid and necessary include:

(1) Physical requirements. These may be far more demanding than the jobs require and eliminate from consideration highly eligible physically handicapped persons, women, or minority group members. Existing height, weight, and weightlifting requirements, in particular, may prevent a great many women and minority group candidates from being considered for positions for which they may otherwise qualify. These physical requirements should be reviewed to determine whether they are truly job-related and efforts should be made to reduce them to the minimum essentials to perform the duties of the job.

Similar attention should be given to physical requirements which may impede the employment of the physically handicapped. In addition, efforts should be made to remove environmental impediments to the employment of the handicapped (see section IV-7).

(2) Age requirements. If age requirements exist, they should be reexamined. Situations calling for maximum age limits should be rare, and any such requirements should be fully substantiated by need.

Minimum age requirements should also be reexamined. Public employers should not encourage students to drop out of school early, but age limits should not prevent employment, under circumstances acceptable to school authorities, of young persons who have dropped out of school and who would, without employment, be idle.

(3) Sex. Requirements, or limitations, on the basis of sex will rarely be appropriate. Only where absolutely necessary should they be established. Cases where such limitations could be warranted would ordinarily be limited to the following types of situations:

(a) When sharing of common sleeping quarters is required (this limitation, of course, should not be applied in a discriminatory fashion).

(b) When institutional or custodial services can properly be performed only by a member of the same sex as the recipients of the services.

(4) Conduct and reputation. Appointment restrictions related to conduct or reputation, such as the use of employment, credit, arrest, or conviction records, should be modified or eliminated wherever possible.

Job application forms shall not ask for information on arrests not followed by convictions. The application form should state that conviction records, per se, do not automatically disqualify applicants for appointment, so that qualified persons will not be discouraged from further competition. Candidates should also be advised on job application forms to exclude all juvenile offenses.

In evaluating applicants with records of conviction, each case should be considered on its own merits. Careful consideration should be given to the type of position for which the applicant is applying, frequency and severity of violations, and time elapsed since the last offense. Guidelines for considering persons with records of criminal convictions should be developed which recognize not only the need for protecting the integrity of the public service, but also the value to society of rehabilitating offenders, and the essential contribution employment makes to that end.

4. Recruitment. The Emergency Employment Act calls for reexamining skills requirements and personnel practices, and the removal of artificial barriers to the employment and occupational advancement of the disadvantaged in a context which is clearly an affirmation of a policy of equal employment opportunity and an expression of special concern for Vietnam and Korean veterans. There are important aspects of recruitment practices which need to be reexamined to insure that these goals are met.

a. Adequacy of Recruiting Efforts and Publicity. The goals of special consideration for veterans, and equal employment opportunity for disadvantaged and minority groups require affirmative attention to the targeting and adequacy of recruiting efforts and publicity.

(1) Minority and disadvantaged groups. Normal recruiting efforts and publicity tend not to reach, or be effective among, minority and disadvantaged groups. Special efforts and techniques need to be used to adequately reach such persons.

The establishment of a branch office of the merit system agency in disadvantaged communities to provide information about job opportunities and assistance in applying for appropriate public employment is a successful technique. The branch merit system office should be highly visible, perhaps located in a vacant store front, and its atmosphere should be informal and relaxed. The recruiting staff should consist of persons who can communicate easily and effectively with disadvantaged job applicants and might include individuals who have been recruited from disadvantaged neighborhoods and successfully employed in government agencies. The office should furnish its full range of services during some evening and weekend hours, since many of the disadvantaged may have some employment during conventional working hours. When the jobs to be filled involve working in and with communities of disadvantaged or minority citizens, recruiting aimed particularly at residents of the target areas can be particularly useful.

Other techniques which have been used with success, either in conjunction with or in lieu of a branch merit system office, include mobile recruiting trailers, and door-to-door recruiting in disadvantaged neighborhoods. Close contact should be maintained with high schools, community colleges, and vocational education institutes having substantial

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numbers of disadvantaged students. Referrals should be requested from other governmental agencies, such as the State employment service; health and welfare agencies; vocational rehabilitation centers; community action agencies and other poverty program organizations; youth and juvenile delinquency prevention programs; military separation centers and organizations providing assistance to selective service rehabilitants; parole or correction agencies; the community relations division of police departments; and Model Cities groups. If advertising is used, there should be full coverage in those newspapers and media likely to reach minority persons. Radio announcements may be especially useful for reaching these groups. For example, Spanish-language announcements and publicity may be appropriate in communities with a substantial Spanish-speaking population. The advertising should include a clear affirmation that the organization is an "Equal Opportunity Employer."

Government agencies have found it useful to establish and maintain continuing relations with formal and informal groups which have frequent contacts with disadvantaged persons. Formal groups which can provide recruiting assistance include civil rights organizations (such as the Urban League, NAACP, etc.) block clubs and neighborhood councils, churches, recreational associations, settlement houses, and nonprofit rehabilitation, guidance, or training facilities. Contact with informal groups is likely to be most effective when established and maintained through their acknowledged leaders and in their customary gathering places.

Disadvantaged persons already employed in public agencies should be encouraged to refer their friends for consideration for employment. Government agencies can utilize positions in intern, trainee, summer employment, part-time employment, and cooperative work-study programs to help keep disadvantaged persons in school, with the long-range goal of preparing them for career positions in the public service.

(2) Recruiting veterans. Recognizing the nation's debt to veterans, and helping them make the transition to civilian life is a special concern of the Emergency Employment Act. Veterans preference is recognized in most public employment systems. However, affirmative action, through a network of available sources, is needed to make veteran recruitment effective.

All State and local offices of the U. S. Employment Service are prepared to help. Offices and facilities of the Veterans Administration are another contact point. In about 20 of the largest cities, the Veterans Administration has established and operates U. S. Veterans Assistance Centers. U. S. Civil Service Commission Information Offices in 65 major cities (at least one in each State) can offer information, assistance, and referrals. Military Separation Centers, under the Department of Defense transition program are vitally concerned, and are prime points of contact. Veterans organizations are an additional excellent source. Contacts should be maintained with all of these sources to insure adequate recruitment of veterans.

b. Recruiting for Appropriate Skill Levels. Regardless of the effectiveness of publicity and recruiting techniques, recruiting is essentially a reflection of management decisions regarding the levels and kinds of jobs to be filled.

Insistence on recruiting only for journeyman levels precludes the hiring and development of trainees, and may seriously block promotion opportunities with great cost in morale, turnover, and the quality of subsequent applicants. Insistence on recruiting only trainees who have the potential for top management jobs may result in high turnover and disgruntled employees.

The goal should be a balanced intake -- providing opportunities for entry at various levels, providing real and substantial opportunities for advancement, and providing an adequate supply of the skills and talent needed.

5. Examining and Selection of Applicants. Today all personnel procedures which affect the selection decision are subject to the closest scrutiny by interested parties ranging from the applicants themselves to the Federal Government. The issues involved in the recent Supreme Court decision, Griggs v. Duke Power 401 U.S. 424 (1971), represent the kinds of concerns that are being voiced. Whether or not the court decision is applicable in a particular instance is not the issue, but an understanding of the issues can be helpful in shaping a personnel program to meet today's requirements.

The overriding caveat is that a personnel procedure which affects selection decisions must be "shown to bear a demonstrable relationship to successful performance of the jobs for which it is used."

The U. S. Civil Service Commission has published in parts 300 and 772 of title 5 of the Code of Federal Regulations, regulations on examining and selection criteria for the Federal service (Federal Register, vol. 36, no. 158, pp. 15446-15448). These regulations are being supplemented with internal implementing instructions which, once they are available, can be obtained through offices of the United States Civil Service Commission. They will provide a source of useful information to supplement these Guidelines.

Evaluation should be on a systematic basis. Usually a combination of evaluative techniques will increase the validity of the assessment. Selection should be from among the best qualified after insuring that the evaluation methods used meet the criteria below. Identification of the "best qualified" may be by score or by a grouping process, and should take into account the particular requirements of the job to be filled: i.e., the "best qualified" for a particular job might be selectively identified from a list of eligibles for a general category of jobs.

a. Need for Job Analysis. What the applicant can DO, not what he IS, should be the keynote of the examining and selection process, and the "can do" factors must relate directly and specifically to the work requirements of the job. Sound examining depends on describing the job in such terms that judgments can be made about the significant knowledges, skills, and abilities, and the amount of each that are needed for successful job performance. These required knowledges and skills may include the tools and equipment the employee must be able to use in the job, the level of arithmetic or mathematics required, the amount and type of writing he will have to do, the type of written instructions and other material he must understand, the types of new learning and problem-solving situations he will have to face, etc.

b. Evaluative Techniques. Commonly used evaluative techniques may be grouped under five general headings: Written tests, performance tests, structured interviews, ratings of qualifying education and/or experience, and rating on the basis of job elements representing pertinent knowledges and abilities.

(1) Written tests. Written tests are appropriate where they are the best way of determining whether or not the applicant meets bona fide job requirements. If written tests are used, it is essential that their verbal level and technical content be appropriate to job duties, and that they are job-related rather than based on academic achievement.

Written tests are not appropriate for jobs that do not require reading or facility with the English language.

The following are minimum requirements furnished by the U. S. Civil Service Commission for the acceptability of written tests for use by Federal agencies. They can serve as guidelines in helping to decide whether or not to use a particular test in your selection program.

(a) The test must be developed by persons who have professional competence in testing;

(b) A comprehensive job analysis that shows the elements (knowledges, skills and abilities) important in performing or learning to perform the work and for which the test is intended as a measuring instrument;

(c) Demonstration of the job-relatedness of the test by appropriate validation methods;

(d) Demonstration of the consistency and stability (reliability) of scores;

(e) Development of standard directions for conducting the test;

(f) Development of standard scoring instructions which result in objective scoring;

(g) Development of a method for interpreting the scores and applying them in the context of the other methods used in the evaluation process;

(h) Development of a method for recording scores so that the record is meaningful and usable in the future;

(i) Development of provisions for reporting the scores in meaningful terms to individual employees and operating officials;

(j) Assurance that the test has not been compromised and incorporation of provisions to minimize the likelihood of future compromise.

The practice of using a written test as the sole means of qualifying an applicant can set the stage for strong objections to the use of written tests in the selection decision. The Technical Advisory Committee on Testing to California's Fair Employment Practices Commission has sound suggestions on this point. "Tests, like any other measure, should be used as only one indicator of competence. When a test appears inappropriate for a particular individual, other factors should be checked to determine whether this person has the capacity to perform the job adequately. He may have difficulty with the test because he is a slow reader, or because he is not used to taking tests, and therefore spent most of his time trying to understand what was required of him. Some low-scoring individuals may be capable of good job performance when there are other compensating factors such as military experience and training or school experience.

"In the final analysis, selection from a number of job applicants is a matter of judgment based upon all the information about the applicant's qualifications relative to the job requirements. You must remember to look at the whole individual, not at just one specific characteristic. Test results are one source of information about the applicant to be considered with all other available relevant data."

Actual demonstrations of ability are generally better indications than aptitude test scores. Therefore, the use of aptitude tests should be minimized when the applicant can demonstrate (for example, through job performance) the ability and level the tests are intended to measure.

(2) Performance tests. Because they involve actual performance of all, or significant, elements of the job itself, performance tests can be more valid and reliable than either written or oral tests. They are also more acceptable to candidates.

Performance tests are particularly appropriate for jobs which do not require reading or verbal skills, and for trades and related occupations where skill in the trade or task rather than verbal ability is the paramount consideration.

Wherever conditions are appropriate, the possibility of developing performance tests should be examined. (See Bibliography for publication on performance testing.)

(3) Standardized interviews. Interviews may be appropriate for certain kinds of jobs, particularly jobs requiring oral facility and skill in social interaction. They are not appropriate for jobs which do not require these skills as they would serve to eliminate candidates for such jobs on the basis of irrelevant factors.

Where used, special care should be taken to train examiners, to standardize the format, and to standardize the recording of results. Results should be recorded immediately after the interview.

(4) Ratings of education and experience. Ratings of education and/or experience (the so-called "unassembled" test) are another commonly used method. Various techniques may be appropriate for evaluating experience and education related to the requirements of the job. The cautions under Section IV-3, Qualification Requirements, apply.

Beyond a reasonable point, sheer length of experience has little or no value.

All experience which is genuinely qualifying should be credited. To obtain reasonable objectivity, there must be a structured basis for making judgments on the value of experience. These judgments should be made by individuals best qualified through experience and training to make them, and ratings should be a composite of the judgment of more than one person.

(5) Job element ratings. To avoid the trap of equating evidences of ability with the ability itself, the job-element approach to examining may be helpful. It starts with a careful job analysis to identify the basic knowledges, skills, and abilities needed for successful job performance. These become the job elements which serve as the qualification requirements for the job. Usually only those few elements which are most critical to the successful job performance would be established as qualification requirements. Some examples are as follows:

A.	Trainee jobs	-potential to learn and advance
B.	Jobs (other than trainee) requiring little or no skill knowledge	-reliability and dependability

		-ability to follow simple directions -ability to work safely -possession of some degree of dexterity -ability to do strenuous work
C.	Jobs requiring specialized training and experience	-skills, knowledges, abilities, and personal characteristics directly associated with the job

Next, a plan must be devised to measure the applicant's skills, knowledges, abilities, and characteristics against the job elements identified as critical to the job. The kinds of acceptable experience, training, or other information for each element become the "evidences" by which to evaluate the applicant. If it is necessary to rank applicants, the information or "evidence" is grouped according to its relative worth to the job. The system followed by the U. S. Civil Service Commission provides for five levels of worth:

-- Information indicating demonstrated superior ability;

-- Information indicating demonstrated satisfactory ability;

-- Information indicating barely acceptable or potential ability;

-- Information which is of some value, but less than barely acceptable or potential ability;

-- Information of no value.

The third step deals with obtaining sufficient job information to show the extent to which the applicant has acquired skills, knowledges, and abilities related to each of the job elements being measured.

Sources of information used vary with the complexity of the job, size of the labor market, urgency in filling the job, and the extent of information needed to make judgments of an applicant's qualifications. Low level trades and labor jobs usually require little information while complex jobs require more.

Questions to applicants should be easy to understand and answer. To the extent possible, questions should permit simple responses such as checking a box or answering "yes" or "no."

The information is evaluated according to the plan developed in step 2. A decision is made as to the applicant's degree of ability in each of the job elements. A final rating is then assigned to show the applicant's

demonstrated or potential ability to do the job. This permits the selecting official to give first consideration to the best qualified eligibles when filling a particular job.

A noteworthy application of job element examining procedures is the U. S. Civil Service Commission Worker-Trainee Examination. This examination provides an examining rationale for evaluating within the merit system the disadvantaged worker for entry-level jobs. It has proven extremely effective as a means of hiring the disadvantaged without treating them as exceptions to the regular employment process.

For more information about the Worker-Trainee Examination and job-element examining contact the appropriate regional office of the U. S. Civil Service Commission.

c. Administrative Procedures and Practices. In some cases, administrative procedures and practices may have developed which may represent barriers to employment or advancement of the disadvantaged. These include:

(1) Application fees for taking examinations. These are a distinct barrier to the poor and disadvantaged, and should be eliminated.

(2) Excessive time lags in establishing registers. Administrative practices that delay prompt establishment of registers should be reexamined and streamlined. Some causes of delay may include: Failure to use streamlined or automated scoring procedures; holding up an entire list until any single appeal is settled; waiting until after examining results are in before seeking information on veteran preference (this information could be obtained, subject to verification at the time of application).

(3) Complicated announcements and application forms. Examination announcements should be kept as simple as possible, and absolutely kept to a reading level appropriate to the job. Application forms should be kept simple -- preferably for all applicants, and absolutely for applicants for jobs which do not require a high level of verbal ability.

(4) Examinations not open on a timely basis. Since one of the goals of the Emergency Employment Act is the transition of a substantial number of the persons hired into permanent employment in suitable jobs, it is important that opportunities to qualify for suitable jobs be open and available at the earliest possible time during their emergency employment.

6. Training. Appropriate training can help employees at all levels qualify for advancement opportunities, improve their long-range potential, and improve their performance in present and future positions. It can help to close the gaps that might otherwise exist between levels and specializations in the occupational structure, thus facilitating

upward mobility. For employees entering at "no experience necessary" levels, training is a critical factor in preparing them for advancement. Public agencies will vary greatly in the resources they may have available for training. Some resources are provided out of Federal funds in connection with manpower programs.

The Intergovernmental Personnel Act of 1970 (84 Stat. 1909) empowers every Federal agency and installation to open its training programs to State and local governments. The U. S. Civil Service Commission coordinates this activity. Information on available courses or other training matters may be obtained from the Commission's Bureau of Training in Washington, or appropriate regional Training Centers.

Training activities should be reviewed to see that:

a. Training needs are assessed -- particularly where there have been changes in the job mix to establish jobs at lower skill levels than have been customary. Task analysis can identify skill requirements. Larger agencies may wish to establish formal training programs. In many smaller establishments, the needed training can be given by a skilled professional or journeyman.

b. Wherever possible, training opportunities should be provided on-site and on-the-clock. This is particularly desirable for basic skills training for disadvantaged persons hired at entry levels.

c. Where changes in intake practices will result in bringing in persons of different backgrounds, or disadvantaged persons with minimal skills, there is a particular need for supervisors to be responsive to the needs, attitudes, and problems encountered by such employees. A training course, "Supervision of Low Skilled Employees," has been developed by the U. S. Civil Service Commission and is available, either for enrollment of individual participants in classes run by the Commission, or as a package that can be given by a local training staff, through the Commission.

7. Management Responsibilities and Practices. A successful program to eliminate artificial barriers and restrictions which impede employment and advancement of people, particularly the disadvantaged, must have top level management support and direction, and involve effective communication of management's desires to administrators, supervisors, and employees.

With such support, progress can be made in such areas as:

a. Insuring that attitudes are favorable to an "open system," permitting maximum freedom of lateral and upward movement, and that supervisors at all levels function in support of it.

b. Development of promotion policies which recognize skills acquired through experience and additional training.

c. Development of a classification structure, qualification structure, and recruiting practices which provide linkages and opportunities for vertical and horizontal internal movement.

d. Providing a utilization and placement program which may include counseling, career development plans, special placement consideration for underutilized employees, etc.

e. Providing special adaptations of the physical working environment as necessary for persons with physical handicaps. For example, architectural barriers such as stairs can be corrected by the installation of ramps and elevators. Automatic doorways can facilitate the independent movement of persons confined to wheelchairs. Other corrective measures which may be required include the installation of special lavatory facilities and modification of certain types of office equipment, such as telephones.

f. Providing employment opportunities for women with families or for other persons who can work only part-time. The job restructuring technique (see section 8, below) can be applied to identify and structure jobs suitable for this situation.

g. Providing help or supporting services to help employees deal with matters such as child care, transportation, health services referral, financial or legal problems.

8. Job Restructuring. Jobs are established basically to achieve the purpose and goals of an organization, but the administrator often has position structuring options available to realize additional objectives. Job restructuring, job design, job development, job engineering are a few of the names given to the process of organizing and reorganizing work assigned to individuals, particularly where there is an intent to further a specific purpose.

A principal concern of a civil service system is to arrange work to assure all sufficiently motivated people a reasonable opportunity to compete within the system for jobs appropriate to their backgrounds. Recognition of individual efforts, talents and achievements must also be an element of the system to facilitate the upward movement of employees. Job analysis is the basic tool that can be used to design jobs to meet such desired objectives. It seeks to identify and fully describe the tasks and activities which form the basic building blocks used in arranging work into jobs.

a. Job analysis, as a systematic procedure for gathering information about jobs, strives to make explicit such matters as:

-- What gets done

-- How it gets done

-- Why it gets done

-- What must be known (or learned) to get it done

-- Qualifications requirements

-- Performance standards

b. How job analysis is applied to achieve a desired job structure is described extensively in the literature. (See Bibliography.)

c. Here we outline a few of the basic steps:

(1) Identify the distinct major activities that constitute the logical and necessary steps in the performance of jobs.

(2) Define and describe each task in terms of time and level of skill required to perform the task. (The UST&ES has developed very useful scales for rating skill levels in the three categories of reasoning, mathematical, and language development.)

(3) Organize the tasks into jobs taking into account the kind of work, the skill levels, the effect on the work flow and above all, the objectives to be achieved by the job structure.

(4) Organize the jobs into career ladders wherein an employee can learn enough in one job to be able to progress to another or across to a related line of work through work experience, on-the-job training, and classroom training.

(5) Prepare final and detailed job descriptions which reflect what employees actually do in getting the mission of the organization accomplished.

d. Who Should Do This? Whoever does job restructuring must be fully aware of the mission of the organization and the work required to carry out the mission. The specific technology that is applied can be acquired in a relatively short time. A week of intensive training and practice by program, budget, or personnel staff should be adequate to get the program started. The important principle that must be emphasized is that job restructuring deals with work that really gets done, not with exercises in rewriting job descriptions.

e. Below are a few illustrations of work situations in which job restructuring may be particularly effective.

(1) Situations where there are persons who are not qualified for the total job, but who can do important segments of the job as well or better than those who are fully qualified. Entry to such jobs as school teachers, counselors, social workers, and law enforcement officers require backgrounds and credentials associated with formal education. These requirements may keep out of the jobs the very people who would be most effective in dealing with important parts of the job even if they could not perform the entire job. There are people whose abilities and life experiences equip them to make a unique and powerful contribution to achieving the major purposes of the job. By following careful job analysis methods to shred out those parts of the job, a paraprofessional or aide job can be developed for which the usual credentials would not be required.

(2) Situations where highly trained professionals are doing work which traditionally is part of the profession, but which can be done equally well by a person with lesser training.

The medical area is a good example where lesser trained persons such as a registered nurse and medical assistant have taken over duties heretofore restricted to the physician. Technical jobs in engineering, science, and accounting have evolved in similar fashion. The use of technician jobs is most attractive to maximize the effective use of high-skill personnel, but it has the concurrent benefits of providing opportunities for persons of lower skills and getting the work done by persons whose pay is commensurate with the work performed.

(3) A third set of circumstances in which job restructuring can be effectively applied stems from poor personnel and organization practices. An organization may recruit for skill levels over and above the requirements of much of the work with the result that the occupational mix does not provide for an adequate number of support positions. The high grade employee must therefore do a substantial amount of lower skill tasks which are not even considered part of the job. He does them because there is no one else available. In this instance, a change in the occupational mix will "restructure" what the professional or journeyman employee does even though the official description of his job may not change.

f. Considering Available Abilities in Restructuring Jobs. The restructuring of a particular job may take one of a number of avenues. It is desirable that the restructuring make maximum use of available unused talent. For example, the newly developing job of physician's assistant will make use of abilities of medical corpsmen in the armed services, which have been ignored in civilian life. It would not be advantageous to restructure the job to require at the start a deeper knowledge of diagnosis or of anatomy than is possessed by hospital corpsmen, nurses, etc.

Appendix I. Checklist

Are All Signals "Go?"	If Not:
1. Are positions accurately described (so skills and abilities needed can be determined accurately)?	1. Correct job descriptions.
2. Does structure provide a "no experience required" entry level?	2. Do some job redesign, identify opportunities and set some up.
3. Does job structure provide for ladders and lattices of upward and lateral movement, or are there major gaps?	3. Analyze gaps; determine if problem is job structure or qualification standards, and take action to close.
4. Where jobs with bona fide professional requirements exist, have related technician jobs been developed?	4. Analyze professional jobs for duties that can be performed by technicians; develop suitable jobs.
5. Are education requirements used only where absolutely necessary, and only to the minimum extent necessary?	5. Eliminate any unnecessary requirements; see that remaining requirements are minimum.
6. Are there significant opportunities to qualify, on basis of in-house experience, at the major outside recruiting levels?	6. Develop experience equivalents. Consider some job restructuring if necessary.
7. Are there appropriate experience substitutions for qualifying, but nonrequired education? Are they as broad and comprehensive as possible?	7. Develop substitutions -- particularly for "general" education. If high school graduation is creditable, see that high school equivalency gets equal value.
8. Have recency requirements for education or experience been eliminated unless absolutely necessary?	8. Reexamine the necessity of any that remains; eliminate them if at all possible. If not provide a "way back in."

9. Are lengths and kinds of qualifying experience really related to knowledges and skills required?	9. Keep length to minimum; give maximum breadth to kind.
10. Are special training courses given appropriate value in lieu of experience?	10. Provide means for crediting them, recognizing intensity of training.
11. Can a "job element" approach be used with greater validity than education/ experience?	11. Use it where appropriate.
12. Are physical requirements minimal, and directly related to job demands?	12. Review, eliminate anything not clearly necessary.
13. Have age requirements been eliminated or kept to an absolute minimum?	13. Review and eliminate unless clearly necessary.
14. Have sex restrictions been eliminated?	14. Eliminate them except where clearly absolutely necessary for the performance of the job.
15. Are provisions regarding conduct or reputation factors (arrests, convictions, debts, etc.) liberal and flexible?	15. Review, and eliminate as basis for disqualification wherever possible. Provide guides allowing judgment based on factors such as nature of job, seriousness, frequency, and recency of problems.
16. Are recruitment efforts appropriately beamed at all segments of the population?	16. Be sure an adequate positive approach is developed toward disadvantaged and minority elements of the community.
17. Is recruiting done for appropriate skill levels?	17. See that recruiting is aimed at a well balanced blend of low, medium, and journeyman skill levels.
18. Are written examinations used only where appropriate?	18. Review literacy level of exam against literacy requirements of job. Rewrite exam or change format to performance test, etc.

19. Does the examination measure only those factors relevant to successful job performance?	19. Conduct a job analysis and relate the examination to job requirements.
20. Are performance tests used wherever appropriate?	20. Explore possibility of developing performance tests for jobs not requiring reading or verbal skills, or where such skills are secondary.
21. Are structured interviews used only for jobs requiring oral facility and skill in social interaction?	21. Review usage, and correct.
22. Are there written guidelines to structure judgments in ratings of education and experiences?	22. Develop structured guidelines where not available.
23. Are rating examiners qualified and trained?	23. Designate persons qualified to make the necessary judgments and train them in the rating procedures.
24. Are "job element" ratings used where appropriate?	24. Study the possibility of using them, or expanding their use.
25. Have positions funded under the various Federal programs for employment of the disadvantaged been tied into the career ladders for regularly funded positions?	25. Insure that these special positions are not "different" from regular jobs in duties, training received, and value of experience.
Any "Trouble" Lights?	Turn Them Off!
Inability to adjust to work environment, feelings of alienation, anxieties, need for guidance through the bureaucratic maze.	Assign fellow employees to "coach" and assist new employees in adapting to the work environment.
New employees with disadvantaged background lack basic education or skills required to permit advancement.	Establish training programs to improve job skills, work habits, human relations, and remedial education as needed.

Supervisors lack experience in dealing with unskilled and disadvantaged employees.	Provide supervisory training in awareness of the problems and feelings of the disadvantaged, and in helping them solve their problems.
Physical environment prevents capable, but physically handicapped persons from working.	Correct environment to allow access to, and provide appropriate facilities for, the physically handicapped.
Person can't work because of child care, transportation, financial, or legal problems.	Provide supportive services so person can work.

Appendix II. Bibliography

1. Personnel Bibliography Series
U. S. Civil Service Commission
Washington, D. C. 20415

The Library compiles and updates on a regular schedule a series of subject bibliographies comprehensively covering the fields of personnel administration and civil service. These are reviewed by subject-matter experts in the Civil Service Commission before publication. Beginning with No. 30, copies are also sold through the Government Printing Office.

CURRENT TITLES
(Updated biennially)

No.	1970		No.	1971	
30.	Scientists and Engineers in the Federal Government	$1.00	38.	Equal Opportunity in Employment	$1.25
31.	Position Classification and Pay in the Federal Government	.65	39.	Manpower Planning and Utilization	.60
32.	Personnel Policies and Practices	1.00	40.	Executive Manpower Management	1.00
33.	Employee Benefits and Services	1.25	41.	Planning, Organizing and Evaluating Training Programs	1.25
34.	Self-Development Aids for Supervisors and Middle Managers	1.75	42.	The Personnel Management Function -- Organization, Staffing, and Evaluation	.60
35.	Managing Human Behavior	1.50	43.	Federal Civil Service -- History, Organization, and Activities	.60
36.	Employee-Management Relations in the Public Service	.60			
37.	Managing Overseas Personnel	.75			

2. National Civil Service League
1825 K Street, N. W.
Washington, D. C. 20008

Public Employment and the Disadvantaged

A series of pamphlets dealing with specific aspects of the total problem.

1. Development of Civil Service Merit System
2. Scope of Civil Service Laws
3. Public Service Jobs for Urban Ghetto Residents
4. Annotated Bibliography - Public Employment and the Disadvantaged
5. Training the Disadvantaged
6. Task Analysis for Training the Disadvantaged
7. How To Structure Job Tasks for Training the Disadvantaged
8. Performance Testing
9. Case Studies in Public Jobs for the Disadvantaged
10. Public Employment and the Disadvantaged - A CLOSE HARD LOOK AT TESTING

(no charge for these publications)

3. Handbook for Analyzing Jobs, 1972.

   U. S. Department of Labor
   Manpower Administration
   Washington, D. C. 20210

   (For sale U. S. Government Printing Office, Washington, D. C. 20402 $2.50, 345 pp.)

   The United States Training and Employment Service basic guide for occupational analysts and other personnel workers concerned with job analysis.

4. Job Analysis, 1970, Harold Stone and Dale Yoder
   Department of Human Resources Development
   State of California

   A review of current job analysis practice, criteria with which to evaluate the usefulness and promise of current practice and of significant variations and innovations as well as a comprehensive selected bibliography on job analysis.

5. A Handbook for Job Restructuring

   U. S. Department of Labor
   Manpower Administration
   Washington, D. C. 20210

   (For sale U. S. Government Printing Office, Washington, D. C. 20402 $.55)

6. "An Equal Opportunity Program for State and Local Government Employment" - published by Office of State Merit Systems, U. S. Department of Health, Education, and Welfare - July, 1970 (Available from Bureau of Intergovernmental Personnel Programs - U. S. Civil Service Commission, Washington, D. C. 20415.

7. "Guidelines on Recruitment and Selection Methods for Support Classes in Human Services" - Office of State Merit Systems - August, 1968, Available from Bureau of Intergovernmental Personnel Programs - U. S. Civil Service Commission, Washington, D. C. 20415

8. Catalog of Basic Education Systems -
U. S. Civil Service Commission

   Superintendent of Documents
   U. S. Government Printing Office
   Washington, D. C. 20402
   Price $1.50

   Designed as a guide for trainers selecting materials for basic education classes. It identifies instructional systems for the educational components of

   .reading
   .arithmetic and computation skills
   .language and study skills
   .orientation to behavior necessary to succeed and advance in working environment
   .consumer education
   .multisubject training programs

9. Guidelines for Testing and Selecting Minority Job Applicants

   Technical Advisory Committee on Testing
   Fair Employment Practice Commission
   State of California
   455 Golden Gate Avenue
   San Francisco, California 94102

10. Upward Mobility for Lower Level Employees
Suggested Goals and Actions, 1970

    U. S. Civil Service Commission
    Washington, D. C. 20415

11. New Career Bibliography - Paraprofessional in the Human Services

    University Research Corporation
    4301 Connecticut Avenue, N.W.
    Washington, D. C. 20008

    Available from National Civil Service League, 1825 K Street, N.W.
    Washington, D. C. 20008

12. Guidelines for the Design of New Careers - Sidney A. Fine,
W. E. Upjohn Institute for Employment Research, Kalamazoo, Michigan

13. A Systems Approach to New Careers - Two Papers - Wretha Wiley and Sidney A. Fine, W. E. Upjohn Institute for Employment Research, Kalamazoo, Michigan

14. A Handbook for Upgrading Low-Skill Workers

    Humanics Design Corporation
    1615 Northern Boulevard
    Manhasset, New York 11030

15. Dictionary of Occupational Titles - 3rd Edition 1965
    Vol I. - Definitions of Titles $7.75
    Vol II. - Occupational Classification and Industry Index $6.75

    U. S. Department of Labor
    (Available - Superintendent of Documents,
    Government Printing Office, Washington, D. C. 20402)

16. New Careers in Local Government
    The Institute for Local Self Government

    Hotel Claremont Building
    Berkeley, California 94705

17. Job Qualification System for Trades and Labor Occupations (X-118C) U. S. Civil Service Commission (Available - Superintendent of Documents, Government Printing Office, Washington, D. C. 20402 Price $1.00)

18. Progress in Intergovernmental Personnel Relations. Report of the Advisory Committee on Merit System Standards. Issued by U. S. Department of Health, Education, and Welfare; U. S. Department of Defense; and U. S. Department of Labor. (Available - Superintendent of Documents, Government Printing Office, Washington, D. C. 20402 Price $.60)

19. Public Personnel Association
    1313 East 60th Street
    Chicago, Illinois 60637

    1. Minority Groups and Merit System Practice (1965)
    2. Extending the Horizons of Public Personnel Administration (1967)
    3. A New Challenge: The Disadvantaged (PERL NO. 17) (1969)
    4. How To Take a Test (1970)
    5. James H. Morrison, "Human Factors in Supervising Minority Group Employees" (A manual for training supervisors, includes packet of sample handouts) (1970)
    6. A. H. Aronson, "The Duke Power Company Case" (1971)
    7. Vernon R. Taylor, "Employment of the Disadvantaged in the Public Service--Guidelines to an Action Program for State and Local

Governments in the United States" (1971)
8. Vernon R. Taylor, "Test Validity in Public Personnel Selection" (1971)
9. O. Glenn Stahl, "A Fair Look at Fair Employment" (1971)

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